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have done so. On the contrary there has been a great expansion of manufacturing industries since the year 1897. Possibly there might have been more improvement if there had been no regulation, but this is a theoretical question which cannot be decided by appeal to statistics. Anyway the boards have not raised wages very much nor enforced unreasonable regulations, and there can be no reason why manufacturers should move to New South Wales or other states where similar regulations prevail.

In general, regulation by the boards has had the effect of raising average money wages and making them more stable, and it is probable that real wages also have been increased, though to a less extent. Strikes are not forbidden by law, as in New Zealand, and occasionally take place, but for the most part industrial peace prevails. To what extent this is due to the wages-boards cannot be determined until the country again passes through a time of industrial depression.

The author is in substantial agreement with the conclusions of Clark and Aves, and like them, is careful not to express any definite opinions as to the success or failure of state regulation of industry.

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*Les Fonctionnaires: Leur Action Corporative.* By GEORGES-CAHEN. (Paris: Librairie Armand Colin. 1911. Pp. vii, 394. 3.50 fr.)

The organization of trade-unions of public employees has proceeded farther in France than in any other country. But in practically all countries where trade-unions are well established there are indications that the same tendencies are present. In the United States, for example, the organization of public employees, notably in the postal service, has gone forward rapidly in the past ten years. M. Georges-Cahen's book has, therefore, a wide interest although it deals only with the French organizations of public employees.

The chief value of the work to the foreign reader is that it contains the most comprehensive account of the French movement yet written. The author considers the history of the French associations as properly divisible into four periods. The first extends from 1855 to 1898. Very few associations, however, were formed prior to 1890. Until 1898, the associations were entire-

ly local; they had attracted into membership only a small part of the total number of public employees, and their aims were ill-defined. For the most part, the government ignored their existence. During the second period, extending from 1898 to 1905, the associations grew rapidly and found encouragement at the hands of the administration. They began to make specific demands; the local groups were welded into national or departmental associations, and in 1905 the *Fédération générale des Associations de Fonctionnaires* was formed. This powerful body was a federation of national unions of public employees with an aggregate membership of upwards of 200,000. The third period, from 1905 to 1909, was marked by the display on the part of the associations of increasing vigor in pressing their demands. Part of the associations allied themselves with the *Confédération générale du Travail* and embraced the doctrines of syndicalism. Strikes occurred in various branches of the public service, culminating with the general strikes in the postal service in March and April, 1909. The government strongly opposed the conversion of the associations into syndicates and their federation with the C. G. T. The unsuccessful outcome of the strikes and the vigorous measures taken by the administration greatly discouraged the associations and curbed, for the time at least, the movement to syndicalism. The fourth period, from 1909 to 1910, was, therefore, one of quiescence and hesitation. The history of the movement thus briefly outlined has been written in great detail by the author.

In the remaining parts of his book M. Georges-Cahen discusses the causes of the movement. He finds the fundamental reason for the unrest of the public employees in their dissatisfaction with the absolutism of the French administration. The struggle has not been so much for better working conditions as to make the appointment, the discipline, and the dismissal of public employees dependent not on the mere will of the administration but on recognized principles. To gain this end the public employees have persistently demanded that Parliament should enact laws governing their status.

The author is frankly of the opinion that French public administration must be democratized. He regards an administration uncontrolled by definite legislation and extra-administrative bodies as incompatible with the functions of the modern state. This incompatibility displays itself not only in the relations of the administration with the public employees, but also in its re-

lations with the citizens whom it serves. One of the most interesting chapters in the book describes the development of associations of persons concerned in the proper working of various branches of the administration, *e. g.*, *L'Association des Abonnés du Téléphone* and *La Ligue des Contribuables*. The organizations of the public employees are, therefore, only one phase of a much larger question, the fundamental modification of French administration in the direction of democracy.

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#### NEW BOOKS

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To be reviewed.

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To be reviewed.